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ANNEX

to

OCB REPORT ON U.S. PERSONNEL OVERSEAS, 1959

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ANNEX-A

BACKGROUND OF THIS REPORT

NSC and OCB Actions

1. The Operations Coordinating Board Report on U.S. Employees Overseas, April 1958, was prepared in response to the National Security Council Action No. 1752 of July 22, 1957, instructing the Board to coordinate a review (a) of existing agency practices having a bearing on foreign attitudes toward U.S. citizens stationed abroad in certain countries selected as potential trouble spots and (b) of specific actions designed to improve these foreign attitudes; the review to include such matters as housing and recreational arrangements, briefing and orientation programs and language training, and the findings and recommendations to be reported back to the National Security Council.

2. In its action of April 9, 1958, on the Report on U.S. Employees Overseas, the Operations Coordinating Board (a) concurred in the conclusions and recommendations, and (b) agreed, inter alia, (1) that the responsible agencies represented on the Board having U.S. citizen personnel overseas will carry out the recommendations as specifically assigned to them for implementation or generally as they apply to them overseas, (2) that the Report will be transmitted to the National Security Council for information and for a briefing on the conclusions and recommendations, (3) that the Report will be referred to OCB Working Groups for use in development or revision of Operations Plans and Reports to the National Security Council, and (4) that in approximately one year the Board will review the degree to which the recommendations have been carried out and will consider new situations that have arisen.

3. On April 24, 1958, the National Security Council noted and discussed the OCB Report on U.S. Employees Overseas (NSC Action No. 1900), at which time the President commented: "This OCB Report can be extremely valuable in providing a basis from which we can move ahead and make further improvements."

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Purpose and Scope of this Report

4. This Report reviews the status as of March 31, 1959 of agency and field actions on the Recommendations in the OCB 1958 Report. The effective programming period for most diplomatic missions and overseas military commands after receipt of the OCB 1958 Report is, therefore, approximately six months. With regard to the OCB "Guides" relative to personal property, motor vehicles and currency exchange, the period is much shorter and some missions and commands are only currently completing the development of regulations pursuant to these "Guides".

5. A basic concern of this Report is the inter-relationship of (a) foreign attitudes toward the U.S. presence overseas, (b) U.S. programs designed to improve these attitudes and (c) U.S. capability to implement national security policies. Specific policy considerations and program directives with respect to relations between nationals of a particular country and U.S. personnel stationed there are set forth in the OCB Operations Plan for the country concerned.

6. The Departments of State and Defense, the U.S. Information Agency, and the International Cooperation Administration participated in the OCB committee that prepared this Report. Materials utilized include reports from these four agencies, diplomatic missions in 23 countries and certain overseas commands. The committee reviewed (a) action taken as of March 31, 1959, to implement the OCB 1958 Recommendations, (b) the results thus far achieved, (c) further actions that should be taken, and (d) indications of any significant new problems or conditions that have arisen.

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ANNEX - B

STATUS OF IMPLEMENTATION UNDER EACH RECOMMENDATION
OF THE OCB REPORT ON U.S. EMPLOYEES OVERSEAS, APRIL 1958

RECOMMENDATION NO. 1 - OCB 1958 REPORT:

"That all agencies strengthen their processes of selecting personnel for overseas service."

A. ACTION TAKEN

All four Government agencies dealt with in this report have taken significant positive action during the past year to strengthen processes of selecting personnel to be assigned overseas.

On the basis of an evaluation study of its clerical recruitment operations in March 1958, the Department of State reviewed and strengthened qualification standards for potential Foreign Service clerical personnel. At present, consideration is also being given by the Department to more intensive recruitment of overseas clerical personnel who have a working knowledge of one or more "world" languages. With regard to Foreign Service Staff and Reserve Officers, the Department is continually seeking ways to improve selection. The written and oral examinations and the extensive background checks now in effect for selection of regular Foreign Service Officers are believed by the Department to be sufficiently demanding and selective.

The Department of Defense is strengthening methods of selecting personnel for overseas duty. With regard to the selection of military personnel assigned to Military Assistance Advisory Groups (MAAG's), Missions, Attache duty and joint headquarters, new instructions and revised procedures help to assure the assignment of high-caliber individuals to overseas posts. Suitability and adaptability of the dependents are also carefully considered.

Respecting the selection and assignment of civilian personnel to overseas duty, the Army, for example, has provided revised criteria guidance to all continental United States

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civilian personnel offices through the development and issuance of Civilian Personnel Pamphlet No. 57, "Selection of Employees for Oversea Assignment." Recruitment procedure now gives a greater emphasis to the appraisal of applicants by stateside functional personnel who are conversant not only with the technical needs of the positions, but also with the importance of suitability and adaptability in an overseas assignment.

ICA has introduced several measures to increase the number of applicants for overseas positions, as a result of which the agency hopes to find higher quality personnel. Specifically, ICA has stepped up their recruitment campaign, hired 22 part-time consultants in various professional fields to aid the regular employment staff, and has developed two special recruitment programs aimed at graduate level students and persons with five to seven years technical experience. Besides efforts to increase the base for selection, ICA has established Selection Panels to supplement their normal selection processes. These panels have done much to focus attention on the quality of potential employees. A most interesting experiment in ICA has been the program of home interviews in which prospective overseas personnel, together with their families, are examined in their own homes for suitability.

USIA took a major step in 1958 when it announced plans for a career Reserve Officer Corps. Officers for this program are now being selected from among the outstanding employees of the agency, and are examined for suitability just as prospective Foreign Service Officers are. USIA has appointed Department of State Foreign Service Officers to its joint Board of Examiners. Legislation has been re-introduced to establish a career service similar to the present Foreign Service Officer Corps. The agency has issued new guidelines for applicant Examining Panels over the past year which will strengthen personnel screening process. It is placing special emphasis too on language ability. USIA has also established psychiatric-psychological examinations to be given to candidates and spouses for overseas employment.

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B. DISCUSSION

The record of action on this recommendation is encouraging. Each agency has evidenced its continuing awareness that proper selection of individuals for overseas service is the cornerstone of all efforts to improve the quality of total U.S. representation abroad. The agencies are continuing to develop and refine selection criteria according to their needs and are seeking also better means to determine the common qualities and basic suitability factors which make for successful overseas representatives at all levels. Further improvement will be facilitated by increased inter-agency exchange of newly developed selection practices and techniques.

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RECOMMENDATION NO. 2 - OCB 1958 REPORT:

"That the Department of Defense continue to place special emphasis on screening from overseas service enlisted personnel who would be undesirable representatives of the United States"

A. ACTION TAKEN

Department of Defense instructions issued in 1958 resulted in the release of over 77,300 Army enlisted personnel with low job potential. Of this number 14,900 were returned from overseas stations during Fiscal 1958. These personnel, the records show, possessed the greatest potential for difficulty with respect to discipline in an overseas situation. Disciplinary rates declined markedly in overseas commands as a result and punitive discharges were greatly reduced. Under similar early release programs in Fiscal 1958, the Navy weeded out 19,500 enlisted personnel and the Air Force released 27,500, all low potential personnel.

Far more exacting requirements form the basis for the selection of enlisted personnel scheduled for special assignments overseas, such as MAAG's, Missions and Attache duty. Individuals and their dependents who fail to measure up to the standards of performance and conduct required at such posts are reassigned.

The Department of Defense screens all enlisted personnel as to suitability for overseas assignment. However, due to the large numbers of personnel involved, the screening criteria for personnel slated for general overseas assignment are necessarily liberal.

B. DISCUSSION

While a positive effort is made to restrict the overseas assignment of military personnel whose records clearly indicate that they would be undesirable representatives of the United States, it is believed that the only way that this recommendation can be completely complied with is to screen those undesirable persons out of the services. This is based on the fact that all military personnel - careerists and non-regulars alike - serve their proportionate share of foreign duty.

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RECOMMENDATIONS NO. 3 AND 4 - OCB 1958 REPORT:

- No. 3: "That all agencies adopt appropriate testing techniques to identify and appraise the potential adaptability of candidates for overseas employment and, if practicable, their spouses to life overseas."
- No. 4: "That the testing techniques adopted be appraised after a reasonable trial period."

A. ACTION TAKEN

During the past year, the Department of Defense, USIA and ICA have introduced new evaluation programs tailored to their individual needs.

The Air Force adopted a Personnel Data Questionnaire for use in screening civilian applicants for overseas duty. Both the Army and the Navy have instituted studies to determine the feasibility of similar testing for their civilian personnel. Such testing is considered feasible for application to military personnel in specialized assignments only, such as Attache duty, MAAG's and Missions, because of logistics, skill limitations and the need to preserve a system of equitable distribution of personnel qualified to meet military requirements both at home and overseas.

USIA is now administering an evaluation program for applicants and their wives to determine their adaptability for overseas service through interview and testing techniques applied by panel psychiatrists and psychologists.

ICA has instituted, through the use of consultant experts, a program of home interviews with applicants and their dependents to evaluate their adaptability for overseas assignment.

The Department of State, which has used the Government Application Questionnaire of 1952 for selecting Foreign Service clerical employees, recently analyzed the Questionnaire and outlined plans for changing and further adapting it to the Department's clerical needs.

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B. DISCUSSION

The three evaluation programs undertaken are imaginative and diversified. Their use over a period of time should provide a basis for improving techniques in Government personnel selection for overseas duty.

Improved written tests, home interviews and psychiatrist-psychologist teams have been utilized for only a short period. Accumulated data will have to be acquired before the value of these techniques may be effectively appraised.

Validity studies conducted by the Air Force indicate that the Personnel Data Questionnaire gives promise of being a valuable adjunct to selection procedures for civilian personnel. USIA, after operating its new program for about six months, has tentatively found psychiatric-psychological testing useful in identifying unqualified applicants. ICA intends to establish procedures for appraising its home interview program after a reasonable trial period of operation.

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RECOMMENDATION NO. 5 - OCB 1958 REPORT:

"That career civilian personnel who leave positions in the continental United States to accept overseas assignments should have effective re-employment rights so as to avoid their being penalized by virtue of having accepted positions abroad."

A. ACTION TAKEN

The Department of Defense is endeavoring, through administrative practices, to provide re-employment rights for its career civilian personnel who serve overseas.

Defense has also submitted to the Congress a bill which would provide adequate assurance of such rights. Under the proposed legislation, return rights would be granted: (1) to the position last held in the United States, in the department concerned, before the employee was assigned overseas; or (2), if the position no longer exists, to a position of equal or higher grade in the same geographical area; or (3), if there has been a material change in operation at the former place of employment which would preclude such assignment, to a position elsewhere in the department concerned.

The Department of State and ICA already have authority to and do grant re-employment rights to qualified personnel. USIA does not ordinarily grant re-employment rights to its domestic service personnel who join the Foreign Service and reports that the granting of such rights is not a critical factor in recruitment for overseas service.

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RECOMMENDATION NO. 6 - OCB 1958 REPORT:

"That all agencies immediately reappraise and strengthen their orientation and indoctrination policies and programs both at home and abroad as follows:

- "a. Agency heads should insure that their orientation and indoctrination policies and programs provide all newly assigned personnel and their adult dependents (including contractors' employees) adequate indoctrination on their role as representative Americans.
- "b. Agency programs should provide uniform suggested standards of conduct, as well as cultural and political background and other pertinent information.
- "c. Training should be of sufficient duration and intensity to convey the importance of these matters and a basic understanding of the problems.
- "d. Jointly prepared inter-agency post reports and other briefing materials should be kept current and meaningful."

A. ACTION TAKEN

Part (a)

Each Agency reports some specific action taken over the past year to ensure adequate indoctrination of American personnel on their role as representatives of the United States.

Civilian

The Department of State indicates that results from its Foreign Service orientation course, under continuous review, show an awareness by the principals and their wives of the significance of their role abroad. ICA now sends large numbers of its personnel and their adult dependents (but not contractors' employees) to orientation sessions of a week's length presented by the Foreign Service Institute. In August 1958, ICA sent comprehensive guides to its

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Missions outlining in detail their responsibilities in orienting ICA personnel and their families. USIA has expanded its courses in American Civilization which help personnel explain American institutions to people of the host country. It has set up a two-week seminar on the day-to-day activities and problems encountered in a hypothetical country and has intensified its weekly role-playing sessions in which personnel are given practice in meeting hostile or uninformed criticism of the U.S. overseas.

Military

The Department of Defense reports the following improvements:

- (a) all civilian personnel and dependents of military and civilian personnel are now included in pre-departure orientation;
- (b) the U.S. Naval Receiving Station in New York now operates a "People-to-People" desk;
- (c) established in September, 1958, the new Military Assistance Institute, providing four weeks' indoctrination, will have graduated by June 30, 1959, nearly a thousand military officers assigned to MAAG's, Missions and Embassies;
- (d) the Department of Defense Information and Education Office in April 1959, published a new information pamphlet, "When You Go Abroad";
- (e) the Military Assistance Institute is preparing country studies (on geography, history, climate) and station reports (on culture, mores, how to get along, People-to-People) for all critical areas where Military Assistance Program personnel are stationed;
- (f) during the past year, the Department of Defense has published new pocket guides on North Africa and Taiwan and reprinted previously published guides on ten of the reporting countries; and
- (g) the Armed Forces Radio and Television Service (AFRTS) outlets overseas continually prepare briefing and orientation programs for 180 Armed Forces radio stations and 37 television stations.

The Army, while continuing to conduct orientation at Ports of Embarkation, is shifting the focal point for such orientation to the home duty station where the climate and facilities are more favorable.

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Overseas, orientation continues to stress the role of Americans as representatives of the United States abroad. In 11 countries, adult dependents are encouraged to participate in orientation sessions or to read printed materials; in 3 countries--Greece, Pakistan and Thailand--the Ambassador addresses all incoming officials and their families. Responses from 8 countries make no mention of the participation of adult dependents in orientation. One country only--Thailand--reports that contractors' employees receive orientation.

Part (b)

In connection with pre-departure orientation, the Department of Defense issued directives and instructions dealing directly with and giving new emphasis to the proper conduct, attitudes, and motivations of United States military and civilian personnel overseas, including dependents. The Department of State now presents "area" films and holds "area" discussions in which USIA participates, and is studying preparation of "country books". ICA pre-departure orientation has been expanded to give greater emphasis to the cultural and political factors involved in working effectively in a foreign environment.

Overseas, there is increased emphasis on the cultural and political background of the host countries, e.g., material broader than simple administrative regulations affecting personnel only has recently been produced in several countries. In most countries, Embassies publish "welcome booklets" covering these subjects. Other techniques employed overseas to orient newly-arrived personnel and their dependents include maintenance of lists of books which promote a better understanding of the country, panel discussions by senior officers, and lectures by guest speakers including representatives from host country universities and other prominent host-country nationals.

Part (c)

The agencies conclude that further effort is needed in the matter of orienting personnel and their dependents for overseas service and that quality and timeliness are of particular concern, as is coordination with orientation programs conducted in foreign countries.

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Part (d)

Diplomatic missions prepare annual Post Reports which generally represent a cooperative effort. These Reports are used extensively by all agencies.

Military commands issue comparable reports for use by military personnel.

None of the Reports indicates the joint preparation of other briefing materials except to the extent that OCB "Guides" now meet this need.

B. DISCUSSION

Except for ICA, agencies and their field establishments do not appear to exchange information on the content of their separate orientation programs, or on significant developments requiring adaptation of them. Orientation programming would benefit by closer coordination between home agencies and field establishments. For example, six Embassies report that newly-arrived personnel, and their dependents particularly, arrive abroad with inadequate knowledge of the host country. One military command comments that orientation at posts of embarkation is often misleading.

Pre-departure orientation varies according to the assignment processes of the several agencies. In the United States, all possible emphasis should be given to the representative role played by Americans. Field orientation emphasizes to a greater degree the cultural and political background of the host country.

Agencies should give further consideration to feasible pre-departure orientation and ensure appropriate coordination between home and field programs.

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RECOMMENDATION NO. 7 - OCB 1958 REPORT:

"That all agencies provide continuing or refresher orientation for their personnel abroad."

A. ACTION TAKEN

During the past year, ICA has acted to ensure that its field establishments provide continuing orientation for their personnel abroad. ICA has accomplished this by circulating "guides" outlining procedures to be followed in its Missions' programs, and requesting the Executive Officer of each Mission to appoint an experienced subordinate to serve as "Orientation Officer" on a continuing basis.

The Department of Defense reports that, in addition to other film strips and news features, an orientation film on France was completed and distributed to the Services in 1958 and similar films on several countries are now in production and will be released in the Fall of 1959. Eleven dramatic people-to-people motion picture spot announcements have been made during the past year. These are included in the regular news features shown in military theaters overseas. In 1958 the Navy developed a special Leadership Program for the purpose of preparing materials designed to improve standards of individual performance and conduct abroad. Naval Leadership Field Teams have been formed to lend emphasis to the overseas program.

Overseas agencies report few new activities providing better refresher orientation. Practices reported in the OCB 1958 Report continue in use but, owing to insufficient detail contained in responses submitted, they cannot be judged as to current adequacy.

In USIS, Public Affairs Officers overseas direct refresher orientation. By instruction of the Department of State in February 1958, principal officers at diplomatic posts are charged with responsibility for all post orientation programs.

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B. DISCUSSION

While describing few specific actions taken to improve refresher orientation overseas, reports indicate that such orientation, provided in every country to some degree, is accomplished by two general approaches: (1) formal written and oral orientation addressed to agency personnel, and (2) information disseminated to the American community through news publications, the Armed Forces Radio and Television Service, motion pictures and other communications media.

A good example is contained in the detailed report from China (Taiwan). Civilian and military agencies in that country, cooperating with each other, use the information approach in a highly imaginative, effective manner. News reports and radio broadcasts discuss or comment upon a large variety of pertinent matters, including proper attitude and conduct of a good neighbor, incidents, community consciousness, local religious and national holidays, new local laws affecting Americans, current political or economic developments, and the history and culture of China (Taiwan). Pertinent documentary films and lectures by guest speakers form another part of this program of refresher orientation.

The value and importance of this approach to refresher orientation cannot be over-emphasized. Overseas establishments should exercise diligence and originality in achieving the objectives of this recommendation.

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RECOMMENDATION NO. 8 - OCB 1958 REPORT:

"That all reasonable effort be made to provide orientation for adult dependents of new employees prior to their departure for duty overseas and that each agency, pursuant to this objective, review the adequacy of such orientation programs as now exist."

As the specific provisions of this recommendation are included within general provisions of sub-paragraph a. of Recommendation No. 6, the agencies were not requested to comment on Recommendation No. 8.

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RECOMMENDATION NO. 9 - OCB 1958 REPORT:

"That all agencies utilize fully the opportunities to brief high government officials and their escort officers prior to their departure for foreign countries."

ACTION TAKEN

As this recommendation was intended primarily for the Department of State, only that agency commented on this recommendation.

The Department briefs high government officials and their escort officers, but suggests consideration of a briefing program applying to all Regional Bureaus within the Department whereby high officials of other government agencies would automatically be scheduled for briefing prior to departure.

RECOMMENDATION NO. 10 - OCB 1958 REPORT:

"That all agencies expand the use of joint orientation programs and facilities wherever practicable."

A. ACTION TAKEN

During the past year an expanded inter-agency orientation program has been put into effect. Since July 1958 the Foreign Service Institute of the Department of State has offered courses providing information on the cultural framework of life abroad to personnel of the International Cooperation Administration, the United States Information Agency, and the Department of Defense. Approximately five hundred ICA employees (and their adult dependents) now annually attend programs of one week's duration adapted by FSI for that agency. Defense and USIA each send approximately fifty persons annually to the two week courses regularly administered by FSI.

Joint civilian agency orientation overseas is proceeding satisfactorily. In contrast to the situation in 1957 when only four of nineteen Embassies operated joint civilian agency programs, at present all except two Embassies report that civilian agencies (including MAAG's where they exist) coordinate orientation in varying degree, ranging from the exchange of printed material to joint assembly of all civilian personnel and their dependents. The orientation program in China (Taiwan), completely reviewed in 1958 by an inter-agency orientation committee at the Ambassador's request and continuously supervised in execution by the Country Team, is a model of successful joint action.

Only the posts in China (Taiwan), Pakistan, Spain and Turkey report progress toward joint utilization of written and oral material by civilian agencies and military commands. Posts in five countries make no mention of such joint use, and others reply that differing internal needs or physical separation of facilities precludes fulfillment of this recommendation.

B. DISCUSSION

Agencies at home have profited from joint orientation under the auspices of the Foreign Service Institute. However, increased attendance by personnel from other agencies seems desirable. At the same time, other joint orientation facilities and programs might be considered. Overseas, expansion of joint programs might be accomplished through agreement to use jointly prepared materials, particularly where dispersed facilities may prevent joint assembly of personnel.

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RECOMMENDATION NO. 11 - OCB 1958 REPORT:

"That the agencies concerned with language training strengthen their facilities for such training, particularly 'at post,' and take the necessary steps to permit such training to be made available to all their U.S. employees and their adult dependents."

A. ACTION TAKEN

The language training programs of all agencies have been substantially strengthened during the past year. Facilities have been increased and methods of instruction improved. Increasing numbers of military and civilian personnel and their adult dependents are participating in the foreign language training programs in both formal and informal training groups at basic and advanced levels. Language training for adult dependents, however, receives secondary attention, being available on a space-available basis, although, when there are vacancies, dependents are encouraged generally to attend.

New recording and teaching techniques and materials for use in the language programs are being developed by the Marine Corps and the University of Maryland, the U.S. Armed Forces Institute (USAFI) the Army and Navy Language Schools and the Foreign Service Institute. Americans stationed overseas who wish from personal interest to enlarge their knowledge of a foreign language have at their disposal an increasing variety of instruction material and facilities available through Government agencies, at home and abroad.

Agency Training

Civilian

The Department of State reports that in January 1959 there were 3,000 students in language training at civilian agency schools overseas, exclusive of those at the Foreign Service Institute field schools, whereas in September 1957 there were 2,260 such students. The student body includes personnel from the USIA, ICA and the Department of Defense, as well as the Department of State.

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ICA reports that during this fiscal year, in addition to the foregoing groups, 154 employees (and 47 adult dependents) were given full-time language training away from posts compared to 16 in fiscal year 1958. At the end of March 1959, 970 ICA employees (and 300 dependents) were enrolled in "at post" language-training programs, compared to 730 employees a year earlier.

USIA reports that during Fiscal Year 1958 there were 310 employees and adult dependents enrolled in the FSI administered language classes overseas and 82 took training at higher levels with tutors. In the quarter ending December 1958 alone, 252 employees and adult dependents received such FSI language training.

The agencies also have special language programs of various kinds for both directed and voluntary study. A new source of motivation is the language comprehension and speaking tests which are now administered to Department of State Foreign Service Officers and to USIA Foreign Service Reserve and Staff personnel before they leave Washington for overseas assignments. Since the inauguration of this compulsory testing program last year, 728 officers have been rated in 26 languages in 1107 tests. High scores are publicized in the respective house organs and proficiency officially recorded and considered in the process.

Military

The Department of Defense has placed increased emphasis on the acquisition and improvement of foreign language capability. As an indication of the magnitude of the program, in the Army 12,339 persons were enrolled to study 18 languages on a voluntary off-duty basis during the last quarter of 1958. There were 1059 individuals enrolled at the Army Language School studying 29 languages. Twenty-four officers were assigned to the Foreign Area Specialist Program at the language master level. Currently, records of 19,412 officers note foreign language competence in 82 languages or dialects. A study of methods to enhance the voluntary language program particularly in the more difficult language fields is currently the subject of high priority. Language programs of comparable magnitude are in effect in other military services.

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Foreign language courses consisting of 24 records with accompanying texts, suitable for self-study, are provided naval officers ordered overseas who do not have the opportunity to receive formal language training. The Marine Corps uses tape recordings for developing conversational ability and has organized a Chinese Mandarin language study group at the Marine Corps School at Quantico composed of Marine Corps personnel and Chinese Nationalist students. In addition to material for training in more than 20 spoken languages, USAFI has just introduced a course in spoken Iraqi Arabic.

Training Overseas

Overseas, progress in increasing the language competence of U. S. personnel and their dependents is being made. Civilian and military language training "at post" includes several significant new developments.

The military services and civilian agencies have established numerous organizations and facilities for the administration of language training programs "at post." The military have designated Education Advisers, civilian agencies have designated Language Training Officers, the Foreign Service Institute has Regional Language Supervisors (Training Specialists). Training is directed by both formal and informal groups such as the Ford and Asia Foundations, indigenous academic or governmental bodies, missionary groups, U. S. military and civilian agencies, or by interested American sponsors.

The type of language training given "at post" varies from country to country. The courses may extend from one week to many months at the post; the training may be given on duty or off duty; it may be free, at a nominal cost, or at the student's expense; it may range from the teaching of simple songs and phrases to the development of fluency such as the Army Foreign Area Specialist Program provides and as taught at the German Language school at Frankfurt and the Language Area School in Japan.

Military commands sponsor special language-training programs. The Armed Forces Radio and Television Service outlets overseas frequently produce locally a series of short language courses for newcomers to help them in their dealings with local foreign nationals.

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MAAG groups in China (Taiwan), Thailand, and Iran continue to make the study of the local language mandatory for all military personnel, these courses being of an introductory nature.

Scholastic achievement in the courses depends to a large degree on factors beyond the post's control such as the availability of competent English-speaking teachers, the development of teaching guides, texts and other materials by professional linguistics specialists, the amount of time the students will spend in the country, and most importantly the degree of motivation of American personnel or their dependents.

High language proficiency is sometimes not a goal of the various programs "at post." Minimum knowledge of difficult "exotic" languages by Americans is sought because of the consequent favorable reaction by host nationals. In India, fluency is not the goal of language teaching, but it is realized that interest in the Hindu language is appreciated by the local peoples. Similarly, in Libya study of the many local Arabic dialects is unprofitable but appreciated locally.

Certain languages, such as that spoken in Ethiopia, are considered too difficult to teach adequately in the tour of duty time available. Others, such as the native tongues in Iceland, the Philippines and Pakistan, are not necessary or profitable to study because of the predominant use of English in official and social functions.

Language study activities reported in three countries deserve particular note. In China (Taiwan), half the civilian-agency personnel and half of their adult dependents are now studying Chinese in U. S. Government-financed programs. In Japan, 70 employees and their dependents are studying Japanese at the Embassy school in the one-year course and 15 in the two-year course; an additional 40 are studying at the consulates and cultural centers - both groups being under the guidance of the Foreign Service Language and Area School and an FSI professional linguist. In Italy 400 Americans have received initial and refresher instruction in Italian since 1955.

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RECOMMENDATION NO. 12 - OCB 1958 REPORT:

"That, where practicable, the local language be included in the curricula of 'American Schools' operated by U.S. Government agencies, particularly where the local language is French, German or Spanish."

A. ACTION TAKEN

Military dependent schools are operated in 14 of the 20 countries reported: Germany, France, Italy, Japan, Spain, Turkey, Libya, Saudi Arabia, Philippines, Morocco, Iceland, Greece, China (Taiwan), and a new one in Korea. In one country, Germany, the Embassy operates a Civilian American School. The local language is taught in six of these countries: Germany, France, Spain, Italy, Turkey and Libya. The last two countries are having meager success with the local language.

In seventeen of the twenty-two Navy operated Overseas Dependents Schools in eight foreign countries, including Spain, Italy, and Japan, the teaching of the local language at all grade levels is now a requirement. The remaining five schools are located in English-language areas.

Dependent children in 12 of the reporting countries attend privately operated schools. Some posts have described these schools as "American" although operated by other than the U.S. Government. The so-called "American Schools" are institutions where an American type curriculum is used and subjects are taught in English. In nine of these 12 schools the local language is taught.

B. DISCUSSION

Appropriated funds are not allocated to the military dependent schools for the teaching of languages to children in the elementary grades. When such instruction is considered necessary, non-appropriated funds are used or fees are charged,

A Public Law 480 grant of funds has been authorized for the International Overseas School at Rome. The school is one of four in Italy which use American curricula and at which Italian is taught. In order to attract more Italians to the schools it has been found necessary, however, to revise the American curricula more nearly to conform to the Italian system.

At the "American community schools", not operated by the U.S. Government, the local language is taught except in Pakistan, Iceland and the Arab countries. The languages of these countries are considered too difficult to teach in the short period available. While French, German and Latin are taught in the secondary schools, Spanish is not reported as being generally available.

The privately operated "American community schools" do, perhaps, accomplish the OCB objectives more effectively than the U.S. Government supported American Schools. The intermingling of American and local students in an institution supported by interested people of the both nations, in a facility which is more integrated into the local scene than the official American Schools creates a dynamic children-to-children program.

ATTENDANCE OF CHILDREN OF HOST COUNTRY AT AMERICAN SCHOOLS

American schools abroad may be partly or totally U.S. Government sponsored, and operated either as a community project or as a military facility. Attendance of other than American children at these schools is limited either by host-country restrictions, community-approved procedures or, in the case of military facilities, by the resources available to the Theater Commander.

For example, in Turkey, Iran, Spain and Thailand, host-country restrictions prevent attendance of local children at these schools. As opposed to this situation, in China (Taiwan) 213 of the 1645 students at the Taipei-American community school, are Chinese. In the Seoul Foreign School, a missionary facility, 321 students are American and five are Korean. In the International Overseas School in Rome there are 33 Italian children in a student body which includes 320 Americans. A non-military school in Germany supported by the U.S. Government has only one German child enrolled.

In at least two instances, outstanding community effort has resulted in the provision of financial support for host country children. The American School in Ethiopia, operated by MAAG, is attended by six Ethiopian students who are on scholarships supported by funds remaining after the American Community

School was closed in 1958. The Embassy at Addis Ababa recommends that ICA make available \$10,000 for continuing the scholarship program, which otherwise may lapse should personal contributions offered in the future by American personnel stationed in Ethiopia not be of sufficient magnitude. In Morocco, token groups of Moroccan children have been admitted to the military schools without payment of fees. In the Italian school mentioned above, 13 of the 33 Italian students are on scholarships.

There are no reports covering attendance of host-country children at other military school facilities in Europe, North Africa and Japan, but it is understood that limited resources have in many instances precluded attendance by other than American children. Budgeting for such schools is on the basis of the attendance by American children.

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RECOMMENDATION NO. 13 - OCB 1958 REPORT:

"That the provision of authority for the Department of Defense (and other agencies to the extent determined to be appropriate) to administer local personnel in accordance with local customs and practices be agreed upon in principle."

A. ACTION TAKEN

The Department of State has proposed, and the Department of Defense and other agencies support, an amendment to Section 444 (b) of the Foreign Service Act of 1946, as amended, to provide other departments and agencies of the Government employing indigenous personnel overseas with authority to utilize provisions of the Act which are applicable to local (alien) personnel. This amendment would authorize Federal agencies to administer indigenous personnel in accordance with local customs and practices. It has approval of the Bureau of the Budget and Special Assistant to the President for Personnel Management, and was submitted to Congress on June 11, 1959 for consideration with the Department of State's legislative program for 1959.

B. DISCUSSION

Certain non-U.S. citizen personnel presently hired as regular employees of the Government are subject to U.S. laws, such as the Civil Service Retirement Act, which are sometimes inappropriate for application to aliens employed overseas. Provision could be made in many instances for their pay, fringe benefits and future security on a basis comparable to that in practice locally. Passage of the proposed amendment would permit all U.S. Agencies to respect such local customs as: the payment of separation and Christmas bonuses, the granting of leave on local holidays, the provision of maternity benefits, and the payment of the employer's share of social security and health insurance. This would enable Federal agencies employing local personnel abroad to establish uniform employment conditions for all indigenous personnel in a single labor market area who are working under similar conditions and circumstances.

RECOMMENDATION NO. 14 - OCB 1958 REPORT:

"That agencies having responsibility for PX and Commissary facilities review their governing policies and exercise their existing authority in order to ensure that (a) items stocked be limited to those which are peculiar to U.S. buying habits and are either wholly unavailable locally or are excessively expensive or in critically short supply (b) wherever possible, the sales facilities be located in inconspicuous places."

A. ACTION TAKEN

Part (a)

In September 1958 the Department of State issued regulations outlining standards of operation for the cooperative commissaries which are operated at many U.S. Embassies. (Embassies do not operate PX's.) These regulations require diplomatic posts to seek authorization from the Department of State to operate commissaries and they indicate that one or both of the following factors should be present to justify such operations: (1) the health and well-being of employees and their dependents, (2) the excessive cost or limited availability of nutritionally satisfactory provisions on the local market. While the regulations do not specifically limit sale of goods available locally, the general criteria for establishing commissaries set up by the regulations go a long way toward ensuring post compliance with the OCB recommendation.

The Department of Defense states: "Reappraisal of overseas exchanges and commissaries as operated by major commands is continuing, with emphasis on suitability and stock limitations." The Department notes that the items to be stocked are determined by the major overseas commands.

USIA and ICA have no commissary or PX facilities under their jurisdiction, but are dependent on facilities run by the Military and the Embassies.

Embassies and Military Commands are not specific on the action taken to carry out this part of the OCB recommendation. Three diplomatic posts report they have cut down their inventories of locally available goods during the past year; one of these, the Embassy at Rome, describes the extent of the cut, stating that it has reduced stocks by a sixth and is planning further reductions. Six diplomatic posts report they have established continuing review of stocks in order to comply with the OCB recommendation. The remaining posts report varying situations. For example, one post reports that, "for the most part", the products sold are not to be found in the local market. Another post states that all items sold are found locally but are "too expensive." The practice in still another is to stock "many items" found locally because local brands are of "slightly poorer quality."

The Naval Command in Japan reports that it has not limited Commissary and PX sale of products available in local markets because of an agreement with the Japanese Government, the need for U.S. control of the quality and price of local foodstuffs, and the economic benefits to the local economy from the several sales activities maintained by the Navy.

Part (b)

Five Embassies and one Military Command note that one or more commissaries and PX's used by personnel in the respective countries of assignment are conspicuously located. All these sales facilities are operated under direction of the Military Commands. One large facility, the Paris PX, was moved from the metropolitan area to an unobtrusive site 14 miles out in the country. While consideration has been given to moving the rest to less conspicuous areas, lack of funds or of suitable alternate sites has prevented such moves.

The remaining Embassies and Commands report that commissaries are inconspicuously located.

B. DISCUSSION

While it appears that the OCB Report meant to eliminate Commissary and PX sale of products produced outside a host country, when the same products were available at fair prices on the local market, some posts interpreted the recommendation to mean that products produced locally were not to be sold through PX's and Commissaries. Since there are several economically sound reasons supporting sale of locally produced products in Commissaries, posts felt justified in making such sales despite the recommendation. The recommendation would have been clearer had it read that American or other foreign products should not be sold in Commissaries, when equivalents are available on the local market at fair prices and in sufficient quantity.

Commissaries and PX's are under considerable pressure to satisfy American desires with American brand products. Furthermore, local national feeling in certain countries is not always sufficiently hostile to require limitation of U.S. sales operations. In China (Taiwan), for example, public opinion polls among the Chinese show little if any antagonism toward U.S. facilities. Even where public antipathy toward the American way of life does exist, it is not necessarily directed against Commissary and PX sales.

Aside from the factors on the local scene which have influenced commissaries to continue operating as they have in the past, the lack of specific guidance from the central agencies has also encouraged continuance of the status quo. The agencies, not field posts, were directed by the recommendation to review their governing policies and exercise their existing authority to ensure the object of the recommendation. With the additional time they have had for review, the agencies might now provide specific criteria as to what should be the limits of stocking American products and other products.

If the United States is to combat local hostility, a more comprehensive approach is needed, namely, to call for curtailment of provocative sales in areas where extensive operations are creating significant problems. Central agency comparison of

inventories and the factors bearing on Commissary and PX operations in various areas of the world would provide improved perspective for action by posts and by the agencies themselves. On the basis of these perspectives, posts would be in a better position to make appropriate changes in their operation. Action should be taken in light of individual post experiences. The approach to the Commissary and PX problem should be collective and centrally directed, however, insofar as a comparison of situations and solutions in various countries can provide guidance for all.

RECOMMENDATION NO. 15 - OCB 1958 REPORT:

"That in any future programs of overseas housing construction or acquisition, the desirability of integrating U.S. personnel into the local community be weighed carefully against the economic and security factors favoring concentrated U.S. housing communities."

A. ACTION TAKEN

Reports indicate that, although there has been little new construction planned since the publication of this report, careful consideration is given: (1) to this recommendation and its underlying factors when housing requirements are analyzed; and (2) to the integration of U.S. personnel into community housing whenever local conditions permit.

The policy of all agencies is to utilize, to the maximum extent feasible, available local housing which meets U.S. standards of sanitation and security. Construction of family housing is programmed only in locations where there is a shortage of adequate housing, and a long-term requirement for it. Problems involving land acquisition, construction costs and local utilities usually necessitate the building of such housing as a unit.

Current programs range from that in Pakistan where the majority of American personnel live in leased houses scattered through residential areas of the community to that in Korea where there is a minimum of housing outside a post or compound because of the security risks involved. Between these two extremes, there are housing programs which vary in the degree of their integration according to the exigencies of the local situation.

On the optimum side, for example, out of approximately 250 U.S. families or single personnel in Ethiopia, all but 5 families and 6 single persons are integrated, as far as housing is concerned, into the local community. In Greece, where security is no longer a problem affecting housing consideration, integration into the Greek community has been effected,

Integration into the local housing community, dependent as it is upon the availability of local housing facilities, varies not only between countries but also between geographic areas within a country. In Rome, where housing is comparatively plentiful, U.S. personnel live in all parts of the city. In other areas of Italy, where there are heavy military concentrations and where space is limited, there is necessarily a certain amount of on-base or U.S. community housing.

Both types of housing programs may exist in the same area, as in Morocco. At Port Lyautey, while there exists some on-base housing at U.S. Naval Activities, there is a large overflow of personnel who live and are well-integrated in the nearby communities. The Embassy reports that, at least for the moment, there are no economic or security factors favoring "little Americas" for Country Team personnel, and that it will continue to endorse the desirability of integrating its personnel into the local communities.

While there are no "Little Americas" at the present time in Turkey, future plans do call for an increasing amount of on-base housing for both economic and security reasons. In Ankara, for example, all of nearly 4,000 U.S. personnel, except some airmen who live in an Airmen's Billet (a converted apartment house in the residential district), live in homes and apartments rented directly from Turkish landlords. The Country Team feels, however, that the saturation point is close, and has recommended that future projects in the Ankara area, especially if located on the edge of the city, should include barracks and on-base housing. In other localities, where local Turkish housing facilities have been exhausted or are non-existent, housing units are planned or under way. Only in Istanbul is there a plentiful supply of local housing for the more than 750 official Americans resident there.

In Spain, three military housing communities are being developed outside Madrid, Seville and Zaragoza, in addition to the on-base housing under construction. Since all military housing is well outside the cities, the advantage of concentration will outweigh the problems which would be involved in superimposing large numbers of American personnel on the local housing economy which is already severely limited. When all planned housing on and off base is completed, about 30% of the U.S. families in Spain will still be living in local communities. The Embassy, USOM and USIS have no housing communities, and plan none.

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The tendency in the Far East, based on health and sanitation considerations among others, is for U.S. personnel to live in concentrated American housing communities. Several informal surveys taken of Chinese attitudes toward concentrations of American housing in Taiwan, indicate that there is little criticism, based--at least in part--on Chinese concern that having Americans as neighbors usually increases the cost of servants and rents for the Chinese. Further, the Chinese Government, through the agency of Bank of Taiwan financing, has encouraged the development of American housing communities.

The security problem, as well as health and sanitation factors, has dictated the housing construction in concentrated areas in Korea. Reports state that a 24-hour guard service is necessary at all compounds. Even more essential is the maintenance of preventive security measures at all times around those homes located outside the compounds.

U.S. integration into the local community is not always endorsed by the host country. In Iceland, under agreements with the Government, there is no dependent or government housing outside the "Agreed Area." (The Department of State reports that the fairly large U.S. military establishment is almost hermetically sealed off by strict regulations designed to minimize contacts between American servicemen and the Icelandic population.) Currently, there are more than 180 Defense Force families living on the local economy in a tourist status. Their sponsors serve only a one-year tour, while sponsors whose dependents reside in the "Agreed Area" serve a two-year tour. If the Icelandic restrictions were relaxed and off-base families were recognized as dependents rather than as tourists, the sponsor's tour would be automatically increased to two years. The Commander reports that this would not only save the U.S. Government considerable money for transportation, but would be of considerable assistance in giving the Iceland Defense Force a much needed continuity in many of its key position. While the Commander's report is noted for the record, the number and status of U.S. personnel in Iceland, as established by international agreement, are considered outside the scope of this report.

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B. DISCUSSION

In summary, it appears that U.S. personnel in the subject countries have been integrated into the local communities as far as possible within the limitations imposed by health, sanitation and security considerations, the availability of local utilities, competition with local nationals for scarce accommodations, and the desires--at least in one case--of the host government. A possibility which has been made effective in Germany is the integration of local nationals, on a space available basis, into the housing presently occupied by U.S. personnel. In the interest of better bi-national relations, particularly in areas where there is an acute shortage of local accommodations and a more-than-adequate supply of special housing units for U.S. personnel, such a possibility might be explored.

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RECOMMENDATION NO. 16 - OCB 1958 REPORT:

"That the agencies responsible for overseas housing place increased emphasis on locating housing for U.S. personnel having representational and/or reporting responsibilities outside exclusively-U.S. housing units."

A. ACTION TAKEN

In the majority of instances, according to the agency and field reports, officers with representational or reporting responsibilities live outside U.S. housing units, in Government-owned, Government-leased or personally-rented quarters in the local community. Only two exceptions have been cited, one by the Consulate at Frankfurt and the other by the Embassy at Tokyo. Both reporting officers have requested assistance in correcting these situations, which are outcroppings of the post-war period and are contrary to the Department of State's "basic operating philosophy".

The two problem areas are at least partially residual from the occupation period in Germany and Japan, when government leases and the personal acquisition of a residence were excluded by the prevailing conditions as well as by military policy. Where housing compounds which were constructed for U.S. personnel during that period are still available, the rental of housing on the local economy is precluded,

The problem in Germany is localized in the Frankfurt area, where a 420-unit housing development is presently used by the Consul General and his staff. The Consul General states that it is not possible for those having representational or reporting responsibilities to do their jobs to complete satisfaction when handicapped by the restraints and limitations of compound life; that it is difficult for the officers to attune themselves to the local scene; that many Germans - particularly politicians and labor leaders - shy at the idea of visiting "Little Americas" and that, when they do, it is often debatable whether the U.S. interest is served by the impression gained from "compound" life. The Consul General has submitted recommendations for changes in the situation.

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In Japan, the Embassy reports that conditions, particularly in metropolitan Tokyo, render exceedingly difficult the acquisition of individual residences, through any means. Land values are high and continue to spiral. Rents and utilities, particularly for western style houses, are prohibitive and beyond the reach of senior as well as junior officers. Government leases have been resorted to wherever possible, but this solution to the housing problem is also limited since Departmental authority is a prerequisite in every case and budgetary limitations create a further obstacle. The Embassy has submitted its recommendations for corrective action.

While the Department of Defense reports compliance with this recommendation to the maximum extent possible, several military headquarters overseas have replied that the recommendation is "not applicable" to them, or that "...no personnel in this headquarters are in the category of U.S. personnel having representational and/or reporting responsibilities".

B. DISCUSSION

The recommendations of both the U.S. Embassy at Tokyo and the U.S. Consulate General at Frankfurt are being considered by the Department of State.

Since it appears that key personnel of major military headquarters overseas do generally live in homes outside U.S. housing units, replies from the military may stem from an assumption that the recommendation applies only to Foreign Service representatives.

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RECOMMENDATION NO. 17 AND 18 - OCB 1958 REPORT:

No. 17: Motor Vehicles

"That the Operations Coordinating Board establish an inter-agency ad hoc committee comprised of informed officers from State, Defense, USIA, and ICA and chaired by the Defense representative, to develop and present to the OCB guides for adoption by all agencies to alleviate the problems created by automobiles, both official and those privately owned by U.S. employees overseas."

No. 18: Disposal of Personal Property

"That the Operations Coordinating Board establish an inter-agency ad hoc committee comprised of informed officers of State, Defense, USIA and ICA, and chaired by the State representative, to develop and present to the OCB guides for use in developing uniform regulations for a particular foreign country relative to the disposal by U.S. employees of their personal property."

A. ACTION TAKEN

In response to recommendation 17 and 18 of the OCB report, an Ad Hoc Committee composed of State, Treasury, Defense, USIA and ICA representatives formulated a set of "Guides" for use in developing uniform regulations at Embassies and within the Unified Military Commands overseas. On the basis of these "Guides", which were approved by the OCB on September 24, 1958, Embassies and Military Commands were expected to write regulations which would establish control authorities to review the import and sale of property and the exchange of currency, generally limit the sale of automobiles to one per employee at a post, and establish requirements for accident reporting and the insurance, inspection, licensing, and appearance of automobiles. In October and November 1958, the "Guides" were transmitted to Embassies under a joint State, Defense, USIA, ICA instruction and to the Unified Commands under a separate Department of Defense communication.

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Both the joint civilian agency and Defense instructions specifically delegated responsibility to Ambassadors and Commanders of Unified Commands to develop "regulations and procedures embodying (the) Guides". It was recognized that conditions prevailing in some countries were such that not all the standards would be fully applicable. It was nonetheless expected that, where feasible and where local conditions did not obviate the need for regulations, all those which were pertinent would be implemented, and that as a result there would be a high degree of standardization throughout civilian and military overseas installations. To further insure standardization, the joint civilian agency and Defense instructions requested Ambassadors and Military Commanders to coordinate their efforts to make sure that their respective directives did not differ unnecessarily.

As required by the joint instruction, Embassies have been forwarding copies of their regulations to Washington. As of May 1, 1959, approximately half of the posts had responded. Because this response was considered slow, in March 1959 the Assistant Secretaries of the Regional Bureaus in the Department of State sent reminders to Ambassadors at posts where regulations had not been written. A request was also made of the Foreign Service Inspectors to check regulations as a part of each post's bi-annual inspection to determine whether or not they were adequate and to recommend necessary changes.

The Department of Defense communication transmitting the "Guides" to the Commanders of Unified Commands did not request copies of regulations to be sent to Washington. The Unified Commands indicate, however, that appropriate regulations are being or have been written.

B. DISCUSSION

The initial review by the Department of State of regulations promulgated by diplomatic posts relative to the "Guides" indicates that many posts consider that portions of the "Guides" did not apply or that existing regulations were sufficient. Several posts failed to comply with the "Guides" in several respects, some of these being of substantial import. Further guidance by the Department of State as a result of the review has ensured or will ensure full

understanding and compliance by these posts. Some 30% of the posts, however, developed regulations completely responsive to the OCB Directive, with regard both to achievement of policy objectives and to comprehensive procedure. The regulations submitted by Ankara, Taipei, Mexico City and others were outstanding examples of compliance.

In the absence of a request for submission of regulations developed by Commanders of Unified Commands, this review concerning the degree to which Recommendations 17 and 18 have been carried out, does not appraise the sufficiency of regulations developed by them. It is understood that regulations have been developed except with regard to currency conversion.

With respect to paragraph 27 of the "Guides" pertaining to the payment of station allowances in local currency to the extent that such expenditures are in local currency, Defense reports that no action has been taken. It is believed by Defense that this guide cannot be made applicable to Defense personnel unless the Department of the Treasury will authorize Defense personnel some reasonable amount of local currency conversion to dollar instruments. To date, the Treasury has not approved any conversion by military finance officers for Defense personnel at overseas commands. Defense points out that personnel of civilian agencies are authorized limited convertibility.

With respect to the collaboration to be effected between Ambassadors and Commanders of Unified Commands (paragraph 6 of the "Guides"), there is, with one exception, no indication either from Embassies or Commands of the extent of action taken.

In order to achieve the policy objectives of the 1958 Report as implemented by the "Guides", continued review of regulations and guidance by the parent agencies would materially assist responsible civilian and military field officers, who, at the same time, can do much to achieve the objectives by inspired leadership and personal direction of local procedures.

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RECOMMENDATION NO. 19 - OCB 1958 REPORT:

"That the principal agencies having overseas responsibilities consider establishing formal community relations committees at each overseas post."

A. ACTION TAKEN

Four countries, Turkey, China (Taiwan), Japan and Korea report the establishment of formal committees with representatives of both civilian and military agencies. The Defense Department reports that committees have been established at the majority of installations and commands, bringing together local leaders and U.S. military officials, wherever local conditions permit. One hundred community councils have been formed in Germany alone.

In Tripoli, attempts were made to establish a committee for coordination of community activities but the proposal received little support from the Executive Council of Tripolitania.

Formal "Community Relations Advisory Councils" have been established by the Army throughout the world. (See DOD publication, "Communications Reflecting the Current Status of the Activities in the Armed Services under the President's People-to-People Program," January 1959.) Each council is composed of a U.S. Forces component and a local civilian component, each headed by a chairman. These councils concern themselves with many matters of mutual interest including problems of sanitation and the control of disease, the development of safety programs and cultural activities. The establishment of such councils is widespread in Europe.

U.S. Naval forces in Japan report the establishment of similar committees geared to associating their professional personnel with local counterparts, e.g., lawyers meeting with lawyers, doctors with doctors, Provost Marshalls with police, and command officers with government officials.

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An Embassy - USIS and United Nations Command, "Joint Community Relations Committee" was organized in Korea in 1957 and is continuing its effective work through established councils.

The effectiveness of formal community relations committees is exemplified by the work done by the committees which were established in China (Taiwan) and Turkey. However, these committees were not formally designated until it was realized that serious problems had arisen which tended to affect adversely our relationship with the host countries.

B. DISCUSSION

Community relations committees composed of representatives of the local community (Mayor, Chief of Police, Customs Officials, leading businessmen and heads of local organizations) and senior officials of all U.S. agencies and military establishments, working jointly, serve a vital role in establishing better relations between the host country nationals and U.S. personnel overseas. Such committees have identified areas of friction, misunderstanding, or situations tending to create ill feeling, and have alleviated or arrived at solutions to such situations before they become real problems.

The establishment of these formal community relations committees is a supplement to, not a substitution for, the civic and social types of committees which have been in existence in most posts for some time, and whose work has undoubtedly had a great effect in furthering mutual understanding and the acceptance of Americans into the local communities. Posts and commands which do not have formal committees may wish to consider their success in other areas. To this end, agencies should furnish examples of successful activities. Review of pages 64 and 86 of the OCB 1958 Report may prove helpful in achieving a better understanding of the intent of this recommendation.

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RECOMMENDATION NO. 20 - OCB 1958 REPORT:

"That all agencies make greater use of employable dependents already at post whenever practicable."

A. ACTION TAKEN

Military headquarters overseas continue to employ the maximum number of qualified dependents of U.S. military and civilian personnel who are available locally, before they recruit in the United States. Dependents are assigned as teachers, clerks, typists, stenographers and secretaries. Care is used to avoid the placement of a dependent in an assignment involving supervision by a relative.

Insofar as practicable, ICA employs dependents of any U.S. agency personnel at the post, primarily those with clerical and secretarial skills. Authority to make such appointments has been delegated to Mission Directors.

USIA does not generally employ dependents of its officers overseas because it believes the spouse should be free to give maximum attention to representation and community relations activities. USIA does employ, insofar as practicable, dependents of other U.S. agency personnel.

The Department of State makes only limited use of dependents abroad, primarily in the Iron Curtain and isolated areas. A majority of Embassies, however, recommend or encourage the relaxation of the State Department policy and administrative regulations to permit fuller utilization of qualified and readily available dependents.

B. DISCUSSION

Department of Defense and ICA employment policies are responsive to the recommendation. Department of State and USIA policies are less responsive for reasons which each believes to be valid.

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Interchange of information among the agencies concerned on the qualifications and availability of dependents of their overseas personnel might be effected to the mutual advantage of all. Such information would be particularly valuable if it were available to the hiring office prior to the transfer overseas of dependents who fulfill position requirements, thereby facilitating their security clearance.

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RECOMMENDATION NO. 21 - OCB 1958 REPORT:

"That the principal agencies having overseas responsibilities strengthen their existing administrative practices designed to improve foreign attitudes toward the U.S. presence through: (a) increasing the activities which will convey to the citizens of the host country a sense of mutual benefit from the U.S. presence, and (b) promoting field coordinated implementation of these activities of the U.S. agencies under the direction of the Chiefs of Mission."

A. ACTION TAKEN

Part (a)

Civilian and military agencies report a general strengthening of efforts since 1958 which contribute to the achievement of the objectives of this recommendation.

The Department of Defense has taken a lead in sponsoring activities conveying to the citizens of host countries a sense of mutual benefit from the U.S. presence. The Armed Services Committee of the People-to-People Program published in January 1959 a comprehensive report entitled "Communications Reflecting the Current Status of the Activities in the Armed Services under the President's People-to-People Program", which describes numerous activities of this type sponsored by the Unified Commands and supervised by the Department of Defense. In addition to its extensive program abroad, the Department of Defense provides training to foreign military personnel in this country, a part of which is devoted to acquainting them with their American hosts and the American way of life.

The Department of Defense has made a special contribution in promoting good-will through medical research and disaster relief. During 1958 smallpox epidemics in East Pakistan, a polio outbreak in San Marino and a cholera epidemic in Thailand and East Pakistan were alleviated by military medical personnel and supplies. Disaster relief was accorded in the Polish and Uruguayan floods, a locust plague in Iraq, an earthquake in the Azores, and the major fire in which 7,000 residents of Koneya in the Japanese Islands were helped. Department of Defense personnel abroad have contributed substantial sums of their own funds in helping disaster victims.

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On the civilian side, programs equally significant if somewhat less dramatic are reported. OCB Guidelines concerning disaster relief establish a new procedure, implemented by State and ICA, whereby an Ambassador may utilize up to \$10,000 of ICA funds for immediate, coordinated emergency relief by Unified Commands and civilian posts in case of natural disaster. Committees have been established in several countries to coordinate and expedite efforts to inform the local community of U.S. aid programs or provision of surplus equipment to local government and charitable organizations.

Part (b)

U.S. agencies in China (Taiwan) and Turkey have promoted field coordinated implementation of these activities under the direction of the Chiefs of Mission, with excellent results. The Embassy in Japan is studying the feasibility of similar action for the purpose of achieving improved coordination of these activities.

B. DISCUSSION

This recommendation encompasses the entire range of the previous twenty recommendations. The degree to which they have been carried out constitutes in effect the status of action of this recommendation. Encouraging as the replies are, sustained and vigorous effort will ensure even more numerous positive programs responsive to both the policy and procedural aspects of these recommendations. Senior agency and field officials have a major responsibility--and opportunity--in the implementation of this recommendation.

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ANNEX-C-1.

QUESTIONNAIRE TO DIPLOMATIC MISSIONS
AND MILITARY COMMANDS

Circular Instruction

No.

Subject: "United States Employees Overseas: An Interagency Report to the OCB"; hereinafter referred to as "Report",
"OCB Guides for Use in Developing Uniform Regulations, etc." hereinafter referred to as "Guides".

To: All American Diplomatic Posts and Berlin, etc. (Same as references)

Joint Communication from State, Defense, USIA and ICA to Chiefs of Diplomatic Missions, Chiefs of MAAG, Chiefs of Military Mission, USIA and USOM Missions, and Heads of Other Agency Groups Attached to Embassies and Legations.

References: CA-10207, May 22, 1958, with particular reference to last paragraph; and CA-4025, October 31, 1958.

For the Chief of Mission

1. In accordance with the President's comments as to the special responsibility of the Chief of Mission in each country for a coordinated follow-up of the subject Report (CA-10207, May 22, 1958), and as provided in Item 4 page 3, Volume I thereof, the Operations Coordinating Board has advised the Departments and Agencies having United States employees overseas that preparation should be made now to review the extent to which recommendations made in the "OCB Report on U.S. Employees Overseas" have been implemented, and to identify any new situations which may have arisen. Provision for this review is made in Item 4, page 3, Volume I of the Report. Following its review, the Board will determine further action to be taken to achieve the broad objective envisaged by the President in his comment that the Report provides "a basis from which we can move ahead and make further improvements".

2. Accordingly, the above named agencies request that a consolidated "Country Team" reply to the attached Questionnaire be prepared under the direction of the Ambassador for each Country covered in Volume II, plus Pakistan. Replies may include such additional commentary as the Country may wish to make on any of the recommendations contained in Part V. B. of Volume I. Chiefs of Mission of countries other than those covered above, may, if they so desire, reply to the questions or comment on the recommendations. It is hoped that replies and comments will be brief and pertinent.

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3. The replies must be air pouched no later than April 1, 1959, and should be sent by air despatch (Form FS 439) marked "Attention Bureau of Administration (OPR)". The Department will reproduce and distribute copies of the despatch to the respective agencies.

4. The Department of Defense is transmitting a similar request to certain overseas commands. It should be noted, therefore, that this joint communication applies to civilian agencies and military personnel attached to Diplomatic Missions including the armed services Attaches and MAAGs or Military Missions. Military groups not attached to the Mission are not included, but the Country Team may, of course, add any comment concerning such groups relative to the recommendations of this Report.

5. The reply should bear the signature of the senior representative of appropriate agencies and groups concerned.

Questionnaire

6. Comment is desired on each of the following recommendations of the Report: 6, 7, 10, 11, 12, 14, 15, 16, 19, 20 and 21. Comment should be confined to the following, unless it is considered that the circumstances peculiar to a specific country make further comment appropriate:

- a. Briefly state what action has been taken to implement each of the recommendations.
- b. What results, if any, have thus been achieved?
- c. What further action should be taken, if any?
 - (1) At overseas post or station?
 - (2) At Department or Agency headquarters?

7. Specifically, with regard to Recommendation 12, comment on language courses and attendance of children of host country and other nationalities at dependent schools (Item 7, pages 40-42, Volume I).

8. Comments framed in the same context as paragraph 6 above are desired with respect to the "Guides", paragraphs 7 through 28.

9. Included in the submission of this report should be a statement indicating any significant new problems or conditions that have arisen since the receipt of the OCB Report:

- (1) Requiring action by Departmental or Agency headquarters.
- (2) Action taken, or required to be taken by the Country Team or any of its elements,

10. Summarize action taken to familiarize employees with the contents of the Report.

ANNEX-C-2.

QUESTIONNAIRE TO AGENCIES

1. Comment is desired on the recommendations contained in Part V, B, of Volume 1 of the Report which were numbered 1, 2, 3, 4, 5, 6, 7, 10, 11, 13, 14, 15, 16, 19, 20 and 21. Comment on each, which is to be transmitted to the OCB Ad Hoc Committee on U.S. Employees Overseas by April 15, should be confined to the following:

- a. Briefly state what action has been taken to implement each of the recommendations.
- b. What results, if any, have thus been achieved?
- c. What further action should be taken, if any?

2. Included in the submission of this report should be a statement indicating any significant new problems or conditions that have arisen since the receipt of the OCB Report.

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ANNEX-C-2.

List of
COUNTRY REPORTS
reviewed by
OCB AD HOC COMMITTEE

Austria
China (Taiwan)
Ethiopia (including Eritrea)
France
Germany
Greece
Iceland
India
Indonesia
Iran
Iraq
Italy

Japan
Korea
Libya
Morocco
Pakistan
Philippines
Saudi Arabia
Spain
Thailand
Tunisia
Turkey

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ANNEX -D

Section V of OCB Report on U. S. Employees Overseas, April, 1958

CONCLUSIONS AND RECOMMENDED ACTIONS TO IMPROVE
FOREIGN ATTITUDES TOWARD U.S. CITIZEN PERSONNEL
OVERSEAS.

A. CONCLUSIONS

Adjustment to life overseas.

1. Americans who serve their Government abroad must recognize that neither the political power of the United States, its technological capabilities, nor its generosity will of themselves, separately or in combination, cause them to be liked as Americans in all parts of the world or even in "friendly" countries. The mantle of world leadership is not easily worn. Therefore, U.S. employees serving abroad must be assisted by every practicable means to make the personnel adjustments required by life overseas in these times.

Factors causing antipathy toward Americans overseas.

2. Foreign citizens' concern over the presence of Americans in their countries is stimulated by the substantially better standard of living to which the American is accustomed. The answer is obviously not to lower American standards of living in order simply to mitigate this concern. But a superior attitude is galling to foreign citizens, particularly when it is accompanied by ostentatious display of personal property or exaggerated consumption. They show natural antipathy toward the stationing of "foreign" troops in their countries and resent jurisdictional arrangements for the trial, in breaches of local law, of U.S. citizens without diplomatic status. Despite a basis in bilateral agreements for such jurisdictional arrangements, they are sometimes viewed as "extraterritoriality." Finally, in some countries, popular attitudes toward Americans reflect an over-riding fear of involvement in nuclear warfare.

Factors affecting concept of mutual benefit between foreigners and Americans.

3. The acceptance by the man-in-the-street of the U.S. presence is conditioned by aspects directly beneficial to him-- programs which have checked or eradicated disease, provided school lunches for his children, or provided employment for him or his neighbors. There is evidence of his concern lest these programs be reduced or terminated, since they patently affect his own immediate well-being. Outside these material considerations, his attitude toward the presence of all Americans depends primarily on the extent to which individual Americans demonstrate common courtesy and good manners, participate in community affairs, and exhibit a sense of responsibility in the discreet use of their personal property, particularly their automobiles. Problems implied here are especially complicated for military personnel. Their presence is often hard to demonstrate as mutually advantageous, for generally it is only in certain strata of society and government circles that the U.S. military role is recognized as essential to the concept of collective security.

Selection, orientation and assignment need greater attention.

4. Greater attention needs to be given to the selection of Americans to be sent abroad. Particular emphasis should be placed on the processes of selection to determine adaptabilities and basic motivations on the part of the individual for service overseas. These processes require consideration of factors in the environment of the proposed country of assignment, as well as of the attributes of the employee himself, which might affect his usefulness. Likewise, additional attention should be given to the orientation and indoctrination of selectees and of their families before assignment. The importance of having an understanding of the language, cultural background, customs and mores of the country to which the employee is being assigned cannot be over-emphasized.

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Techniques utilized by military commanders to minimize friction.

5. Practical considerations and the sheer numbers of people involved limit the armed services' conducting effective screening of all their personnel for adaptability to life abroad before their assignment. Despite such limitations, the predominant weight of the evidence is that the military commanders, as members of the country teams, are alert to sources of difficulty and in most situations have developed effective techniques for explaining the presence of U.S. troops and minimizing the likelihood of incidents which can result in friction. The limitations on screening of their personnel have been compensated by (a) orientation programs; (b) enforcement of firm discipline; (c) participation in humanitarian activities to relieve citizens of the host country of personal suffering and hardships; and (d) effective programs of public relations.

Criminal jurisdiction -- a major adverse factor.

6. The data on criminal jurisdiction reviewed in connection with this study, as well as that available to the late Mr. Frank C. Nash (as reflected in his Report), warrant the conclusion that the matter of jurisdiction over personnel of the Armed Forces is a major factor affecting the attitude of the peoples of the host country toward the U.S. presence. The problems arising over those arrangements or the lack of public understanding of them in the host country and in the United States have been magnified by widespread adverse publicity in recent prominent cases. In view, however, of the recent National Security Council action on the Nash Report recommendations pertaining to criminal jurisdiction, no recommendations are submitted in this report.

Administrative practices need continuous attention.

7. All of the agencies' administrative practices bearing on foreign attitudes need across-the-board and continuing emphasis at all levels, both in agency headquarters and in American missions and commands abroad. Incidents resulting from failure to observe established effective practices are costly to American prestige and take on exaggerated proportions in the foreign mind. This is not to say that the record to date is not good nor that it is not being constantly improved.

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Americans overseas are guests and must act accordingly.

8. In the final analysis the avoidance of friction with the people of the host countries demands constant attention, effective leadership, and an intelligent approach built on the broadest possible understanding of the history, culture, and mores of the country. The over-riding need is to instill in all Americans serving their government abroad an understanding of the fact that they are essentially guests of the host country and, as guests, are obligated to display normal good manners, to follow a reasonable standard of moral conduct, and to avoid acting superior to their hosts.

B. RECOMMENDATIONS

The following recommendations apply to those areas of our administrative practices in which improvements are needed. Accordingly, it is recommended:

Selection Processes

1. That all agencies strengthen their processes of selecting personnel for overseas service.

This recommendation would have particular application to exercising within the limits of practicality the same care in the selection and assignment of their supporting staffs as is used in making the senior U.S. civilian and military appointments. The recommendation is particularly important in the choice of military officers who will be commanding installations employing sizeable numbers of local nationals or otherwise having a significant impact on the local economy.

2. That the Department of Defense continue to place special emphasis on screening from overseas service enlisted personnel who would be undesirable representatives of the United States.
3. That all agencies adopt appropriate testing techniques to identify and appraise the potential adaptability of candidates for overseas employment and, if practicable, their spouses to life overseas.

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The agencies have made only limited use of the testing techniques jointly developed in 1952 for determining such adaptability. While not infallible, these tests have shown a substantial degree of validity. All agencies should take advantage of these existing testing methods, or develop or adapt other testing techniques particularly fitting their needs.

4. That the testing techniques adopted be appraised after a reasonable trial period.

The importance of this recommendation rests in the opportunity thereby afforded to determine whether formal testing techniques will in fact provide a better identification of (a) the attitude of candidates toward citizens of other countries; (b) their actual motivation for service abroad; and (c) their potential adaptability to life overseas.

5. That career civilian personnel who leave positions in the continental United States to accept overseas assignments should have effective re-employment rights so as to avoid their being penalized by virtue of having accepted positions abroad.

The Department of Defense reports that greater job security for career civilian employees who are encouraged to leave positions in the continental United States and accept positions abroad would facilitate recruiting well-qualified personnel for overseas assignment. At present, instances arise wherein employees who leave positions in the continental United States to accept overseas assignments may not be assured of re-employment in the position they left or one of like seniority, status and pay.

Orientation and Indoctrination

6. That all agencies immediately reappraise and strengthen their orientation and indoctrination policies and programs both at home and abroad as follows:

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- a. Agency heads should insure that their orientation and indoctrination policies and programs provide all newly assigned personnel and their adult dependents (including contractors' employees) adequate indoctrination on their role as representative Americans.
 - b. Agency programs should provide uniform suggested standards of conduct, as well as cultural and political background and other pertinent information.
 - c. Training should be of sufficient duration and intensity to convey the importance of these matters and a basic understanding of the problems.
 - d. Jointly prepared inter-agency post reports and other briefing materials should be kept current and meaningful.
7. That all agencies provide continuing or refresher orientation for their personnel abroad.

Overseas personnel need to be reminded periodically that they represent the United States abroad and are expected to maintain a high standard of personal conduct and of respect for local peoples and the laws and customs of the host country. Such personnel need to be kept abreast of potential difficulties in their personal relationships with nationals of the host country.

8. That all reasonable effort be made to provide orientation for adult dependents of new employees prior to their departure for duty overseas and that each agency, pursuant to this objective, review the adequacy of such orientation programs as now exist.

This recommendation emphasizes the importance of orientation which may be given in the United States and be followed by further training at the post of duty abroad. In assessing the adequacy of their present programs, the civilian agencies should consider whether additional funds or legislative authority may be necessary to permit desirable strengthening of these programs. The Department of Defense procedures provide for

orientation of dependents at the ports of embarkation. No additional costs are involved. Consideration should be given by all agencies to the joint use of Department of Defense facilities at the ports of embarkation for the orientation of the dependents of civilian agency personnel.

9. That all agencies utilize fully the opportunities to brief high government officials and their escort officers prior to their departure for foreign countries.
10. That all agencies expand the use of joint orientation programs and facilities wherever practicable.

Language Training

11. That the agencies concerned with language training strengthen their facilities for such training, particularly "at post," and take the necessary steps to permit such training to be made available to all their U.S. employees and their adult dependents.
12. That, where practicable, the local language be included in the curricula of "American schools" operated by U.S. Government agencies, particularly where the local language is French, German or Spanish.

The recommendations (11 and 12) concerning language training have a dual purpose; (a) to develop linguistic fluency for selected personnel specializing in a particular area or country with a view particularly to needs in the Communist orbit, Asia and Africa; and (b) to demonstrate the interest of the individual American in the people and culture of the host country. Where the so-called "exotic" languages are spoken, fluency is not expected and indeed is not necessary for the great majority of officials and their dependents. The psychological benefits that derive, however, from the very fact of study by officials and their dependents are of profound significance. Many of these peoples have recently emerged from colonial status. They regard study of their language by American officials as a recognition of their importance as independent peoples.

Local Economy - Employment of Local Personnel

13. That the provision of authority for the Department of Defense (and other agencies to the extent determined to be appropriate) to administer local personnel in accordance with local customs and practices be agreed upon in principle.

Significant numbers of non-U.S. citizen personnel are used by U.S. agencies in their overseas operations. However, when these personnel are hired as regular employees of the Government they are subject to some U.S. laws which were designed for application to U.S. citizen personnel. In some situations, principally pertaining to the needs of the Department of Defense, these are inappropriate for application to aliens employed overseas. To avoid application of U.S. laws such as the Civil Service Retirement Act, the oath of office, the non-strike affidavit, and others to native or indigenous personnel it sometimes becomes necessary to enter into indirect hire arrangements which may not be completely satisfactory. Under the circumstances it would be advantageous and desirable for the Department of Defense and other agencies, when needed, to have the necessary authorities to administer alien personnel in accordance with local laws, customs, and practices.

No conclusions have been reached in this matter with regard to agencies other than the Department of Defense. Further, it is recognized that there may be serious foreign policy or other questions raised by extending the proposed authorization to other agencies. Among the potential problems is the possibility of continuing pressures by other governments for all U.S. agencies to participate in their employment and compensation systems where it may not be in the interest of the U.S. government to do so.

Thus, this recommendation is a statement of principle and the above-cited considerations would be weighed in the normal legislative review process within the Executive Branch.

Local Economy - Shopping Privileges

14. That agencies having responsibility for PX and commissary facilities review their governing policies and exercise their existing authority in order to ensure that (a) items stocked be limited to those which are peculiar to U.S. buying habits and are either wholly unavailable in local markets or are excessively expensive or in critically short supply and that (b) wherever possible, the sales facilities be located in inconspicuous places.

This recommendation from the report by Mr. Nash coincides with the findings in this report. Relatively minor but numerous problems arise in connection with PX and commissary privileges from the fact that in an effort to approach as nearly as possible the American standard of living for U.S. employees overseas, it is necessary to make available certain commodities which are generally not available in the local market. While the provision of PX and commissary privileges does sometimes involve "conspicuous consumption" and a degree of competition with the local market, the retention of these privileges for U.S. employees overseas is considered essential.

Housing

15. That in any future programs of overseas housing construction or acquisition, the desirability of integrating U.S. personnel into the local community be weighed carefully against the economic and security factors favoring concentrated U.S. housing communities.

There has been considerable criticism of so-called "Little Americas" in various host countries. But minimizing growth of such communities is a complex question oftentimes dictated by local political as well as economic conditions.

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Some of the factors to be considered in determining the need for these communities are:

- a. The complications of multiple housing facilities;
 - b. Land acquisition problems;
 - c. Cost of dispersal effort;
 - d. Availability of local utilities and resources;
 - e. Health, sanitation, and security considerations;
 - f. Local transportation requirements for U.S. personnel; and
 - g. Lessening the competition for scarce housing.
16. That the agencies responsible for overseas housing place increased emphasis on locating housing for U.S. personnel having representational and/or reporting responsibilities outside exclusively-U.S. housing units.

Motor Vehicles

17. That the Operations Coordinating Board establish an inter-agency ad hoc committee comprised of informed officers from State, Defense, USIA, and ICA and chaired by the Defense representative, to develop and present to the OCB guides for adoption by all agencies to alleviate the problems created by automobiles, both official and those privately owned by U.S. employees overseas. (Detailed information and suggested courses of action and inquiry on this subject are recorded at Page 59 of Volume I of the report.)

Disposal of Personal Property

18. That the Operations Coordinating Board establish an inter-agency ad hoc committee comprised of informed officers of State, Defense, USIA, and ICA, and chaired by the State representative, to develop and present to the OCB guides for use in developing uniform regulations for a particular foreign country relative to the disposal by U.S. employees of their personal property.

This recommendation applies to a most difficult and complex area of personal activity which has not been systematically reviewed by all agencies concerned. In developing guides the ad hoc committee should

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consider, among other things, means to ensure that sales or disposal of personal property be made (a) in accordance with the laws and regulations of the host country, (b) in a manner which will not bring discredit on the United States or reflect unfavorably on the individual concerned or the organization to which he is attached, and (c) under regulations which, to the extent permitted by local law, will apply uniformly to all U.S. personnel in each country. The guides will be sent to the Chief of each U.S. diplomatic mission for his use in developing jointly with representatives of other agencies having personnel in the country the uniform regulations appropriate for that country.

Other Administrative Techniques

Community Activities Committees

19. That the principal agencies having overseas responsibilities consider establishing formal community relations committees at each overseas post.

Reports indicate that such committees or councils have made substantial contributions to the establishment or maintenance of good local community relations. The most successful of these committees have included representatives of all civilian agencies, military commands, and private American enterprise having activities in the area, as well as appropriate participation by host country representatives.

Greater Use of Dependents

20. That all agencies make greater use of employable dependents already at post, wherever practicable.

This recommendation is intended to utilize fully the skills of U.S. citizens already abroad and thereby to minimize the number of others who would have to be sent. The adoption of such a

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policy, which should probably be tested in selected countries, involves at least the following considerations: (a) an employee and dependent "team" in a small office would not normally be desirable and even in a large installation, care must be taken in the assignment of a dependent; and (b) in future instances it would be desirable to complete any necessary investigative or security procedures regarding employable dependents prior to their going overseas.

Positive Approach

21. That the principal agencies having overseas responsibilities strengthen their existing administrative practices designed to improve foreign attitudes toward the U.S. presence through: (a) increasing the emphasis on activities which will convey to the citizens of the host country a sense of mutual benefit from the U.S. presence; and (b) promoting field coordinated implementation of these activities of the U.S. agencies under the direction of the Chief of Mission.

The agencies' present administrative practices might properly be characterized as largely "defensive" in nature in that they are aimed primarily at the U.S. personnel themselves. While this is essential, it is equally important that, in the conduct of those administrative practices, no opportunity be lost to foster in the host country the concept of mutuality of interest. The strengthening of the administrative practices should embrace the full range of actions discussed or recommended in this report and should be accomplished through a blending of the broad program perspective of headquarters personnel with the detailed knowledge of those "on the scene."